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This study sought to outline the general consensus of sociologists, educators, planners, administrators, and social reformers in India as to the nature of adult literacy; to examine drawbacks (if any) in their concepts; and to analyze and harmonize different viewpoints on functional literacy. Differing concepts in the field at large were traced mainly to different goals -- economic development, vocational training, continuing education, productivity and social participation. A dichotomy was also noted between literacy as a medium for communicating ideas, and literacy as both a medium and an idea. Reactions of 40 respondents were obtained concerning a definition put forth by UNESCO. The respondents were sharply divided as to the scope of literacy skills and the subject content of literacy education. Moreover, their views seemed to reflect theory (especially from child psychology) rather than practical experience. A new definition based on the aim of making people more amenable to change was proposed and discussed. (Included are a bibliography and excerpts of respondents' remarks.) (ly)

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RESEARCH STUDIES NO. 2

DEFINITIONS AND CONCEPT OF FUNCTIONAL LITERACY

(An Analysis and Interpretation)

साक्षरता निकेतन
लखनऊ

DEPARTMENT OF RESEARCH

1966–67

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DEFINITIONS AND CONCEPTS
OF
FUNCTIONAL LITERACY

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CHAPTER I

INTRODUCTION

Need for clear understanding

For those who have the responsibility of shaping and executing Adult Literacy programmes and communicating them to others, it is necessary that they should be clear as to what they understand by Functional Literacy, the latest concept of Adult Education in this country. Such an understanding is vital at this juncture, more so, because in the Fourth Five Year Plan a huge financial outlay is earmarked for launching a mass Adult Literacy movement throughout the country. Responsible quarters are also coming up increasingly with the demand that the nation should prescribe a target period, which should not be more than a decade, for achieving universal literacy among the adults.

Limited Success in the past

The sense of urgency with which the Planning Commission has taken up the Adult Literacy problem this time, is the outcome of a sad realisation that inspite of past efforts strangely the illiterates in the country have increased from 298 millions in 1951 to 334 millions in 1961. This realisation, while a welcome fact in so far it has given a new determination to the nation to tackle the problem sqarely and in a big way, is also frought with certain dangers. The dangers lie mainly in the multiplicity and diversity of goals which each educator, social reformer or planner has outlined in his mind about the eventual destination of his efforts in this field.

Multiplicity of goals

The existence of such a multiplicity of goals was evidenced in a recent seminar on Adult Literacy methods held at Literacy House. The difference of opinion among those who participated in the discussions was not confined only to the techniques of teaching but also on what is to be taught to the adults. The goals varied from making a man literate, capable of self reading and writing to making him an economic man, a civic man, a moral man and a modern man. In between these two extremes there were numerous shades of opinions stressing one aspect over the other and pressing their demand to adjust the goals of Adult Literacy movement to their particular view-points.

Obstacles

The need of a crisp definition, couched in clear words, defining variables in unambiguous terms and setting a goal within pragmatic limits, cannot be overstressed for the successful outcome of any programme. Such a situation as has been described earlier is obviously not conducive for launching the proposed mass literacy movement. It is surcharged with the following possibilities which may pose serious obstacles in the way of full realisation of the objectives both in their qualitative and quantitative terms:

(1) the multiplicity of goals will give rise to an equal number of literacy standards due to which a large part of the finances will be frettered away in experimentation and in establishing the claims of one goal over the others,

(2) the lack of commonness in these experiments will make the experiences at one place useless for others,

(3) the mass scale in which such experiments will be conducted to establish each other's superiority will result in high percentage of failures in the absence of proper guidance and supervision. This will engender frustration in the community and create further resistance for similar efforts in future,

(4) the various goals, if realised, will create numerous literacy levels among the new literates and, as education is an important element of economic efficiency and power in the modern world, this will ultimately lead to create more classes and forces of social disruption in the society.

THE PROBLEM

The problem, therefore, is to understand the concept of Functional Literacy in objective terms and to harmonise the diverse view-points regarding the goals of Adult Literacy movement so as to ensure effective implementation of the programme to achieve the desired objectives within the shortest possible time.

OBJECTIVES

The study has the following objectives:

(1) To outline the general consensus about Adult Literacy concept among sociologists, educationists, planners, administrators and social reformers in India at present.

(2) To examine the general consensus about Functional Literacy with a view to find out drawbacks, if any, from operational point of view.

(3) To analyse the diverse view-points about Functional Literacy with the end to narrow down the gulf between them.

(4) To improve upon the general image about the goals and other variables of Functional Literacy concept so as to ensure effective implementation of the proposed mass Adult Literacy scheme and achieve the desired objectives in shortest possible time.

THE PLAN

The enquiry starts with a brief descrip- of Adult Literacy concept and its subsequent development through ages. In the light of the discussion certain salient features of the concept, which have a bearing on the present day controversy, have been outlined.

In the second stage of the enquiry, reactions of the respondents towards the following definitions of Functional Literacy have been analysed.

> "A person is literate when he has acquired the essential knowledge and skills which enable him to engage in all those activities in which Literacy is required for effective functioning in his group and community, and whose attairment in reading, writing and arithmetic make it possible for him to continue to use these skills towards his own and community's developments and for active participation in the life of his community.
>
> "In quantitative terms, the standard of attainment in Functional Literacy may be equated to the skills of reading, writing and arithmetic achieved after a set number of years of primary and elementary schooling."

STEPS OF ANALYSIS

The plan of analysis follows the following pattern:

(1) Complete agreement, disagreement or partial agreement with the concept of functional literacy as elaborated in the above definitions.

(2) Points of disagreement in the case of partial or complete disagreement.

(3) Quantum of Literacy skills necessary for Functional Literacy according to this definition.

The reason for incorporating this analysis in the report arises out of the consideration that this particular UNESCO definition of Functional Literacy has been the starting point of the current thinking on the subject. It has been extensively quoted by various writers in their research articles and seminar discussions. The Education Commission in their latest report, have also based their concept of Functional Literacy on the premise of this definition.

In the third stage respondent's own views on Functional Literacy are examined around the following variables:

(1) Ultimate goal of Functional Literacy.

(2) Different steps to reach the goal.

(3) Component skills envisaged.

(4) Level of achievement in component skills.

(5) Standard of proficiency or grade level envisaged in the component skills.

(6) Nature of the Functional Literacy concept, i.e., static or dynamic.

(7) Regional variation in the quantum and quality of Functional Literacy.

(8) Points of convergence and divergence in the various sects of Functional Literacy concept.

In the last stage attempts have been made to construct a pragmatic definition of Functional Literacy and its elaboration for practical use.

SOURCES OF INFORMATION

The data for the analysis was collected partly through a mailed questionnaire and partly by analysing the views expressed by the respondents in their published works and seminar discussions. This rather cumbersome procedure of data collection, was occasioned by the fact that quite a large number of our respondents have sent us their published articles or mentioned references thereof in response to our queries.

LIMITATIONS

Of the 95 persons to whom the questionnaire was addressed only 40 have sent us their response. This fact has obviously restricted the size of the sample and consequently limited the scope of the generalisations. Within this limitation, care has been taken to make the study as much comprehensive as was possible under the circumstances by incorporating a wide varieties of views **of** persons from different walks of life having different orientations.

CHAPTER II

NEW HORIZONS OF ADULT LITERACY

Governments of most of the developing countries are convinced that a programme of Literacy for adults is a necessary part of their development plans. They believe that it is one of the essential investments that they must make and consider it as much of a productive investment as hydro-electric plants, factories etc.

FUNCTIONAL LITERACY: The New Concept of Adult Education

The kind of Literacy which these governments aim at giving to their adults implies a great deal more than just being able to make words on a page or copy them from a dictation. It means reading, writing and accounting with enough ease to use these skills for practical purposes. These practical purposes are numerous and range from personal development to effective role-playing by an individual as a conscious member of the society contributing his mite as an economic man, social man, civic man, and a moral man. Embodying these aims the International Committee of Experts on Literacy, meeting in Paris in June 1962, defined a literate person thus:

> "A person is literate when he has acquired the essential knowledge and skills which enable him to engage in all those activities in which Literacy is required for effective functioning in his group and community, and whose attainment in reading, writing and arithmetic

> make it possible for him to continue to use these skills towards his own and community's development."

For this kind of Literacy, specialists have coined the term Functional Literacy. This is done perhaps to distinguish it from the earlier concept, but more so to stress the ultimate goal towards which Literacy endeavours are being directed to-day in the developing nations.

The earlier concept of Literacy recognises even an elementary command of the written word-that is, the ability to read-as the basic test of Literacy. Sometimes a person who could read and write his name was said to be literate. Thus the Expert Committee on the standardization of Educational Statistics, which was convened in 1951, defined the literate person as one who can "both read with understanding and write a short simple statement on his every day life." The recent concept of Adult Literacy, far from being restricted to a minimum content, is advocated for its pragmatic value; for the functional competence which a literate person commands over an illiterate. A person is considered as functional literate when he has learnt to learn for himself and has gone a long way towards making his fundamental right to education, a reality. When he no longer has to be content with what other people choose to teach him; when he can improve his occupational status and enrich his leisure; when he has learnt to reflect on what he reads to make comparison and draw his own conclusions. When he can contribute more effectively to civic and political life and can express opinions and demand his rights when he no longer feels himself the pawn of others and when he begins to feel himself the master of his own fate.[1]

Elements of Functional Literacy

The concept of Functional Literacy is based upon a wider content. It also recognises the virtue of continuing education since the requirement for effective functioning within the community and society is constantly changing with every development in human culture. To this effect it is a dynamic concept too, for, it takes into account the dynamic nature of the society and recognises the need for constant efforts by the individual for adjustment. Another significant difference between the old and the new concepts of Adult Literacy is that while the former has its entire stress on acquisition of static quantum of literacy skills, in the latter literacy skills are taken only as a means to an end; its main stress is on effective role-playing.

The difference in the two concepts is not so much in their form as it is in their final purpose. For effective role-playing proficiency in literacy skills is a necessary prerequisite but it is not the sufficient qualification. **The both necessary and sufficient** qualification is knowledge. Literacy skills are necessary inasmuch as they facilitate acquisition of knowledge in a more fuller and richer sense, or as Learner has termed it, "for the access it gives to the people of the world of vicarious experiences."[2] The Functional Literacy concept harmonizes acquisition of Literacy with education, implying that the neo-literate will have not only a mechanical control over literacy skills but also a dynamic grip on knowledge and the wisdom which is essential for his smooth adjustment in a changing society. Such an integration between knowledge and its communication tools for pragmatic end was almost absent in the earlier approaches of Adult Literacy.

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[1] Mary Burnet, A B C of Literacy, UNESCO, 1965, L.P.E. Leonard Daniel, Loose (France) p. 14.

Rogers and Herzog[3] defined Functional Literacy "as the ability to read and write adequately for carrying out the functions of the individual's role in his salient social system". This definition implies that:

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[2] Daniel Lerner, "Towards a Communication Theory of Modernization". In Lucian, W.Pye, ed., Communication & Political Development, Princeton University Press, 1963, p. 341.

[3] Rogers and Herzog, "Functional Literacy Among Colombian Peasants", Economic Development and Cultural Change - Vol. XIV No. 2, January, 1966.

(1) Literacy is a process, i.e., it should be regarded as a continuous variable, (2) Functional Literacy is different for different roles i.e., the peasant in a distant village in India can function adequately with a lesser ability to read and write than his urban compatriot; and (3) the requirements of Functional Literacy changes as the individual changes, i.e., if the peasant emigrates to the city then his level of Literacy must rise in order for him to function with the same comparative efficiency in his urban set-up as he did in his rural-social system.

VAGUENESS ABOUT THE CONCEPT

Thus while the general position in regard to Adult Literacy is sufficiently clear to-day, there still remains a great deal of vagueness in the concept when it is translated for conducting practical programme in a country. The main difficulty arises out of the multiple interpretations to which the phrase "all those activities ... in his group and community", in the UNESCO definition is liable. The International Committee advocating this concept of Functional Literacy leaves off by saying that the particular activities will depend on the texture of the society and the stage of its development. This is nothing more than admitting that there will be various goals in various societies or sub-societies. But how to analyse a given society to determine the relevant activities for a programme? In any case how to fix priorities if "all the activities needing Literacy for effective functioning in his group and community" are to be taken up? Besides what is meant by the term "effective functioning"? Does it mean that a person should possess an expert's knowledge of the subject/subjects or simply an operational knowledge for get going?

The various interpretations to which the Functional Literacy concepts have been subjected to have divided the Indian opinion to-day in many sects, and while it is hard to dismiss even a single of them, as each one is based upon some social purpose, the practical programme suffers for a lack of unanimity among the various advocates of Adult Literacy programs.

Varying Functional Literacy Goals

The different definitions of Functional Literacy that appear in the various seminar reports, journals and working papers amply illustrate the confusion that exists about the goal of Functional Literacy programmes in a community.

Dr. Helen Butt, a pioneer in Adult Literacy Teaching Methods, defines Functional Literacy thus:

> "A person is literate when he can read; he is functionally literate when he does read beyond the stage of learning to read."[4]

The author distinguishes between acquaintance with alphabets and reading with comprehension. The latter one is termed as Functional

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[4] Indian Journal of Adult Education, Vol. XXV., No. 5, May 1964, pp. 5-8.

Literacy. The purpose of Functional Literacy is to lead a person from a stage of elementary education to a stage where he can also understand what he reads. There is no apparent social or individual purpose behind the acquisition of Literacy. Reading with comprehension is regarded as a virtue in itself and the purpose of Adult Literacy is to acquire this virtue.

Dr. V.K.R.V. Rao has conceived Functional Literacy in the following terms:

Literacy for economic development

> "Functional Literacy is Literacy that is geared to the stimulation of economic development. This in turn means that it is geared to the stimulation of the will for development and the creation of the capacity for development." 5

"Economic Development" according to Dr. Rao, "requires knowledge and desire for better ways of living, readiness to take to new ways of production and cultivation of a commercial or economic view of ones activity."[6] In order to cultivate these three 'essential needs' we require dissemination of knowledge on a wide scale and knowledge requires Literacy.

Functional Literacy is, thus, that

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5 Dr. V.K.R.V. Rao, Member (Educational), Planning Commission, New Delhi, Key Note Address on Adult Literacy & Adult Education in the context of Social and Economic Development and Education Planning in India~~,~~ N.C.E.R.T., New Delhi, September 23, 1964.

6 Ibid.

proficiency in literacy skills which imparts that knowledge to the learner which helps him in economic development. The main objective of a Functional Literate is to achieve economic development. Other objectives such as creation of right attitudes, promotion of rationality, denial of superstition, awareness of social obligations, creation of right attitudes towards women and taking a long rather than a short term view of things etc., are important only in the context of economic development.

In this scheme of Functional Literacy,[7] acquisition of Literacy is necessary only because Literacy is a major instrument of knowledge, essential for the attainment of the goal. Literacy is sought only as a means to and end.

Literacy for vocational training

The Simla Conference of Adult Literacy accepted the UNESCO definition of 1962 with a slight modification. Instead of calling a man functional literate they have preferred to call him functionally literate. This change of epithet was deemed necessary in order to define the objectives of Functional Literacy programme in a more clear and unambiguous term. The aim of the programme is to promote that type of Literacy which is conducive for increasing the functional efficiency of the person. The term 'functional' has been conceived in an economic sense. Thus the purpose of Functional Literacy according to this definition is to impart vocational or occupational training through literacy medium. This purpose of Literacy training is not explicit if the phrase 'functional literate' is retained in the definition, for it would then simultaneously point to two different characteristics of the person, functional and literate, and would leave it undefined that the functional efficiency is sought to be enhanced through literacy training.

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[7] Report, Seminar on Planning Adult Literacy in Asia, Simla, India ... June 6-25, 1966 (convened by UNESCO) Asian Institute of Educational Planning and Administration, New Delhi, 1966.

Literacy is, again, a means to an end. Its purpose is to impart that knowledge which makes a man occupationally more efficient than before.

While the assent in this definition is on economic purpose of Literacy teaching, the ingredients of the economic purpose seem to differ from those of the earlier definition as given by Dr. Rao. In the earlier definition the concern of the author was more on building the human factor and in creating a climate for economic development than on imparting any specific vocational or occupational training to the adults.

Continuing education

In the Mount Abu Seminar, Functional Literacy was recognised as a stage ahead of Literacy. The aims of Functional Literacy were:

(1) to keep the professional competence of the adults in good repair and to improve it;

(2) to deepen and refine their sensibilities so that they take an active interest in social and national undertakings;

(3) to enrich their personal life.

Adult Literacy is thus a vocational training, a social training and an education for leisure. To achieve these goals, Literacy or Akshar Gyan is not enough. What is required is a continuous education after the primary stage which will keep the current knowledge of the adults from obsolescence.

What distinguishes this definition of Functional Literacy from the opinions recorded earlier is this assent on continuing education and its coverage to include the needs of personal enrichment of the adults. Literacy, here too, is not an end in itself, but only a means, an instrument which in itself is incapable of achieving the end unless purposely directed towards certain goals.

Productivity and Social participation

In their recent report, the Education Commission have expressed their position thus: "We do not equate Literacy with ability to read and write. Literacy, if it is to be worthwhile, must be functional. It should enable the literate not only to acquire sufficient mastery over the tools of Literacy but also to acquire relevant knowledge which will enable him to persue his own interests and ends." Thus viewed, Functional Literacy programmes have the following three essential ingredients:

(1) It must be, as far as possible, work based and aimed at creating attitudes and interests and imparting skills and information which will help a person to do efficiently whatever work he is engaged in.

(2) It must help the literate to interest himself in vital national problems and participate effectively in social and political life of the country.

(3) It must impart such skills in reading writing and arithmetic as would enable him, if he so wished, to continue his education either on his own or through other available avenues of informal education.

In this scheme of Adult Education, Literacy should be regarded as a way of preparing man for social, civic and economic roles "and not merely an end in itself". The process of learning to read and write should be made an opportunity for acquiring information that can immediately be used to improve living standards. The aims of the authors are largely material. "Reading and Writing should lead not only to elementary general knowledge but to training for work, increased productivity, a great participation in civic life, a better understanding of the surrounding world and should, ultimately, open the way to basic human culture."

The reference to 'Basic Human Culture' is only casual; in any case it does not form the immediate goal. Literacy is sought mainly for vocational training, increased productivity and greater participation in the civic and political life. 'Continuing education' is a subsidiary goal and not so imparted as these. It is optional - 'if he so wishes'- and therefore, would not matter much if remains only partially achieved.

Valuational literacy: Fourth R.

Dr. Radhakamal Mukerjee has pleaded for 'Valuational Literacy' as the aim of adult learning. Valuational Literacy, according to him, is education for citizenship in an emerging social democracy of the country. To meet the requirements of social democracy 'the concept of Literacy should be broad enough to include the literates for the pursuit of their own interests and goals but also to fit themselves into the fast changing economic, social and political order with new attitudes and values'.

What distinguishes Dr. Mukerjee's concept of Functional Literacy from the earlier definitions is his emphasis on 'the right set of human and social relations and values for full development of wholesome, productive and civic personality, no more fearful and resistant to change but fully participating in economic and social progress.' Thus, Adult Literacy should provide not only the three Rs but also the fourth R i.e., Human Relations: the goals are not only material but also moral and psychic.

Divergent currents of Adult Literacy thinking

In a scheme of Functional Literacy programme, Literacy can be conceived as an end in itself or simply as a means to an end. These two divergent currents of thought which have found their course simultaneously in the Adult Literacy concepts, seem to provide the main rationale of the present day controversy on the scope and meaning of Functional Literacy. The difference in the opinions of the experts arises because of the basic difference in the postulates on which they base their opinions. The postules are as under:

POSTULATES

(1) A literate man is a conscious man. Actuated by his self interest he will achieve the desired goals of his society once his eyes are opened to see for himself. Hence, what is needed is a simple programme of universal Literacy without tagging it to particular ends, aiming at making people efficient in three Rs . The rest will automatically follow.

(2) Literacy is only a tool for preparing men to achieve certain goals. These goals are not provided by Literacy but by some other agency, the person himself or his society. Hence Literacy training needs **to be** purposely directed towards certain goals. Literacy teaching should be considered as an opportunity to give certain knowledge, orientation and training to achieve these goals.

Reasons **for** divergent currents

The two variables of Functional Literacy concept are: (i) Ideas or knowledge, and (ii) Communication. Ideas are communicated through the use of written word or Literacy.

Literacy in its purest sense is neither action nor understanding, but simply a vehicle of thought. Its major value consists in promoting better communication of essential needs either of thought or of action. But during the long course of its development and service as a vehicle of thought, it became so much associated with the thought itself that in the common mind Literacy and thought became one and the same thing. Literacy began to represent the thought also and thus the cart also became the symbol of passenger within.

The first branching off among the various interpretations of Functional Literacy arises from the following dichotomy in the interpretation to which the word Literacy is subjected to in the literature on Adult Literacy to-day.

(A) Literacy as a vehicle or medium **for** communicating ideas.

(B) Literacy both as a medium and idea. The medium forming an inseparable bondage with ideas like the two faces of the same coin.

ITERACY:
vehicle
f ideas

(A) If Literacy is only a medium of thought the definition of Adult Literacy will have to speel out not only **the objective indices** of the medium but also to specify the particular ideas which it sought to communicate. Thus, both the cart and the passenger have to be identified.

The ideas in themselves are not absolute; they are irrevocably linked with their professed functional efficiency to its recipient. An idea without a benefit **may not find** place in human thought. Scope for further differences of opinion within this sector, is, therefore, created because the benefits which the different authors advocate for, are not only different but also **numerous**, and also because each idea lays down its own communication requirement in terms of the quality and quantum of Literacy skills.

Another variant of the same thought which is more popular these days is to start from the actual functions for which Literacy is needed and then to determine the type of knowledge and its tools of communication which will be appropriate to make the person more efficient in those functions. The different 'sects' among the experts start here because the 'functions' of human life are infinite and each expert approaches the problem of human welfare with his own scale of priorities in selecting the specific functions to be taken up for a programme. Thus lack of uniformity in the priority scales of function selection is the chief cause of divergence among the experts who consider functional efficiency as goal and Literacy as the way to achieve the goal.

The following illustrations from the history of Adult Education illustrate this point:

Antidote
Against
crime

A century ago the slogan of the representatives of Adult Education in England, France and United States of America was: "Open a school, and close a jail." The belief underlying the slogan was that Literacy would act as an antidote against crime.

Industrial efficiency

In a highly industrialised society, like that of United States of America, Literacy is. believed as a correlate of working efficiency.[8]

As a condition of soldiering

Writing on what the war had taught him about education, Sgt. George E. O'Brien[9] observes that "a soldier to be of real service to his organization, should be able to read, write and work with simple number." He adds that the Literacy of the modern soldier should be functional, for many men having fifth, sixth and higher grades of education proved functionally literate in the army.

Efficient school system

In 'The Compaign against Illiteracy in New York City'[10] it was found that the retardation of school children was greatest where parents were illiterate. The census statistics of Canada by MacLean also revealed that "Illiteracy has a tendency to perpetuate itself, and school has not only the task of educating those within its reach but also of overcoming this form of inertia."

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8. J.W. Studebaker, "Mexico Fights Illiteracy;" Progressive Education, XXIII, January 1946,
9. Sgt. G.E. O'Brien, Knight Mabel F. "Mexico Social Revolution", Christian Science Monitor, October 19, 1946, p. 251.
10. The Compaign Against Illiteracy in New York City, p. 668-869.

Condition for Democracy

Literacy is upheld by the proponents of democracy for several reasons:

(1) For the existence of an enlightened and informed electorate,

(2) to give each person equal opportunity for his development, and

(3) to make the principles of adult suffrage a reality.

Political & National unity

In a multi-lingual country for political and national unity a common national language is essential. Literacy is advocated for developing the national language.

Cart and passenger anology

(B) On the other hand, if Literacy is synonymous with knowledge and wisdom, the requirement of the definition will be simply to specify certain objective criteria which will prove the learners' capacity in Literacy skills. It has not to care for the ideas, for, they, being auxilary to the written word, will follow it automatically. Thus if the cart takes the passenger for granted it is the specifications of the cart alone which can be discussed, the passengers have not to co down in the debate.

Following this approach of Literacy, the difference in the various programmes of Adult Literacy arise because the objective criteria for demonstrating one's ability in Literacy arts are not uniform; there can be numerous standards on which such an ability can be tested.

The criteria which the different census reports provide for a literate person are based on such an understanding of the term Literacy. Their mutual differences illustrate how due to lack of unanimity in the objective criteria for testing the 'imparted efficiency' numerous sects have cropped up. The following description illustrates this point.

According to the Census Report of Belgium 1920, a man was considered literate if he could read and write in his mother tongue; in England 1914, one who could write his signature was considered as literate, in India 1921, a person was required to demonstrate his ability in reading and writing short letters, in Japan 1917, an ability to read and write and sum was the minimum requirement and in United States of America 1940, this ability upto 5th grade was the necessary standard for Adult Literacy.

To sum up.

Thus, starting from the confusion which the dichotomous interpretations of 'Literacy' has created, the thinking on Adult Literacy programme branched off into two different directions. A lack of uniformity in the standards and criteria of the essential variable further subdivided each branch into several twigs.

CHAPTER III

ANALYSIS

In all 95 persons were selected for giving their views, of which only 50 responded to our letters and 40 supplied us the necessary information, wholly or partially.

The UNESCO Definition

The following definition of Functional Literacy as given by UNESCO in 1965 can serve as an useful standard around which various trends in Adult Literacy thinking to-day in India can be identified.

> "A person is literate when he has acquired the essential knowledge and skills which enable him to engage in all those activities in which Literacy is required for effective functioning in his group and community, and whose attainment in reading, writing and arithmetic make it possible for him to continue to use these skills towards his own and community's developments and for active participation in the life of his community.
>
> "In quantitative terms, the standard of attainment in Functional Literacy may be equated to the skills of reading, writing and arithmetic achieved after a set number of years of primary and elementary schooling."

Terms of reference

The respondents were asked to comment on the Functional Literacy concept as elaborated by the International body on the above definition. The terms of reference were as follows:

(a) Agreement, disagreement or partial agreement with the UNESCO concept.

(b) Points of disagreement.

(c) Points of agreement and disagreement in the case of partial agreement cases.

(d) Standard and quantum of Literacy skills in Indian situations, according to the UNESCO definition.

Agreement and disagreement

An analysis of the agreement and disagreement with the UNESCO definition reveals that 45% of the respondents completely agree and 15% completely disagree with the Functional Literacy concept as defined by the International body. 30% of the respondents expressed their partial agreement and 10% did not express their views. This is illustrated in the following table:

TABLE 1

Respondents by their agreement status with UNESCO definition:

Agreement status	Number of respondents	Percentage
Complete agreement	18	45%
Partial agreement	12	30%
Disagreement	6	15%
No comment	4	10%
Total	40	100

Disagreement patterns

The various reasons for disagreement with the UNESCO concept, as stated by complete disagreement cases, reveal the following pattern.

TABLE 2

- Point of disagreement with UNESCO Definition

Points of disagreement	Frequency of responses
Vague	6
Number of years of schooling not specified	2
Quantum not specified	2

It could be seen from the above table that vagueness in variable selection is the chief criticism labelled against the UNESCO definition. It was expressed in such phrases as "highly elastic", "vague", "lacking in operational utility" and "does not specify the activities in which Literacy is required for effective functioning". Ambiguity in equating Functional Literacy skills with courses and years of formal schooling was recorded in four cases.

For analytical purposes the UNESCO definition of Functional Literacy can be divided into the following statements against which the disagreement patterns of the partial agreement cases can be analysed.

(a) A person is literate when he has acquired the essential knowledge and skills which enable him to engage in all those activities in which Literacy is required for effective functioning in his group and community.

(b) And, whose attainment in 3 Rs make it possible for him to continue to use these skills towards his own and community's development and for active participation in the life of his community.

(c) 3 Rs in terms of a set number of years of primary and elementary schooling.

TABLE 3

Respondents by partial agreement categories:

Partial Agreement categories	Number of respondents
Agreement with all the statements but considered the definition as inadequate	8
Disagreement with one of the statements	4

Partial disagreement patterns

Eight out of the twelve persons who expressed their partial agreement with the UNESCO definition, while agreeing with all the three above statements consider the UNESCO definition as inadequate. They think that the definition should stress the following purposes of the Functional Literacy programme more explicitly:

(a) Effective participation in one's economic occupation.

(b) Economic benefits.

(c) Effective participation in all walks of life.

(d) A guarantee against relapse into illiteracy.

The rest of the respondents consider the first two of the above four statements as all right but express their disagreement with the last statement which seeks to equate the Literacy ability of Functional Literacy with courses and number of years of formal schooling.

Understanding of the UNESCO concept among the respondents was evaluated also from a different angle. The respondents were asked to state the quantum of Literacy skills which the International Committee envisaged for India in their definition. Only 12 out of the 40 respondents gave their answers on this question. Their answers are recorded in the following table:

Standard &
quantum of
Literacy

TABLE 4

Respondents by their opinion about standard of Literacy:

Literacy standards	Number of respondents
Reading newspaper	2
IIIrd. standard	3
Vth. standard	5
VIIIth.standard	2

Even among the twelve respondents who have responded to this question there is no unanimity in interpretation about the quantum and standard of Literacy skills which the UNESCO definition envisages in the Indian context. The majority opinion, however, is in favour of treating reading, writing and arithmetic of Vth. Standard with ability to read one's ration card and some general knowledge about the social system, as the Literacy quantum of the Functional Literacy programme.

Analysis of the individual concepts of Functional Literacy

Literacy can be conceived as an end in itself or as a means to an end. Those who subscribe to the former view advocate for 'participation for effective role-playing' as the objective of Functional Literacy programme. These roles are numerous and relate to the economic, social and personal lives of the people. On the other hand those for whom 'use of written word' is an end in itself, the objective of a Functional Literacy programme is to teach reading and writing to the illiterate upto a certain standard and prescribe some objective tests to evaluate the Literacy ability of the persons.

Literacy: a means or an end.

The following table shows the views of the respondents according to their conception of Literacy.

TABLE 5

Number of persons according to Literacy as a means to an end and Literacy as an end in itself

Types of Literacy meaning conceived	No. of persons	Percentage
A. Literacy as a means to an end	29	72.50
B. Literacy as an end in itself	11	27.50
Total	40	100.00

It is evident from the above table that nearly two third of the respondents conceive Literacy only as a means to an end in their Functional Literacy programme.

The two views on Functional Literacy, as

Goals

discussed in the previous table are further divided into numerous sects according to the goals and standards that each one has set for himself. The following list of the goals which the respondents have stated amply demonstrate the confusion that exists in the field of Adult Literacy thinking in the country today.

ECONOMIC ORIENTED PURPOSES:

Economic purpose

(a) Relating to Occupation:
  (1) Literacy for carrying on his occupation more effectively.
  (2) Literacy should include knowledge of his occupational needs.
  (3) Literacy for that knowledge which helps him in getting better production.
  (4) Literacy for better functioning in his own jobs.
  (5) Literacy for acquiring advanced skills independently, pertaining to his occupation.
  (6) Literacy for keeping accounts of his occupation.
  (7) To transact that business which requires knowledge of arithmetic.

(b) Economic Development:
  (1) Literacy for economic development.
  (2) To fit into the fast changing social, economic and political order of the country.
  (3) For better way of living.
  (4) Continue learning for better living.
  (5) Inducement for participation in National Development projects.

Social purpose

SOCIAL PURPOSE OF LITERACY:

(1) To live more closely in his environment.

(2) Literacy for his social needs.

(3) Literacy for effective functioning in his group and community.

(4) For active participation in the life of the community.

(5) For social development.

(6) Literacy for understanding the problem of social reference.

(7) Literacy for National Integration.

PERSONAL:

Individual betterment

(1) To meet the well defined social needs of the people.

(2) To use these skills and knowledge in a creative way for his self-development.

(3) To help him in solving his problems through education.

(4) To change the thinking processes.

(5) To be able to understand his personal problems.

(6) To meet the requirements of his day-to-day life according to individual interest.

LITERACY FOR EXPRESSION:

Self expression

(1) To train him in the proper expression of his views.

(2) To express oneself.

(3) To express his views towards environment.

(4) To express his thoughts in writing.

COURSE OF EDUCATION:

Continuing education

(1) To take up courses of normal education.

(2) To continue his studies independently after the course.

(3) To improve ability to read and write.

(4) To use Literacy without outside help.

(5) To read and comprehend simple literature.

(6) To read and understand the contents of reports and comments in newspapers and periodicals of Indian language.

LITERACY FOR CITIZENSHIP:

Citizenship

(1) To live as an enlightened citizen.

(2) Education for citizenship.

(3) To bring him in touch with the outside world.

EDUCATION:

Using literacy

(1) To enable him to read newspapers and write letters.

(2) Efficiency in mother tongue with no chance for relapse.

(3) To read fluently, and to participate intelligently in discussions.

(4) To meet those situations in his mother tongue in which Literacy is required without outside help.

(5) Read and write applications for local and district authorities.

(6) To enable him to read books and newspapers so as to know current events and thoughts.

(7) To bring the art of reading and writing within the reach of ordinary man.

Static/dynamic

The goals can be either static or dynamic. If the programme of Functional Literacy visualises the possibility of changes in the texture of goals over time and sets itself to the task of preparing the individual for his smooth adjustment in the dynamic situation according to the desirability of goals, the concept of Functional Literacy can be called a dynamic concept. On the other hand if the goals are fixed and unchanging, the concept is static. Analysed on this basis, the views expressed by the respondents reveal the following picture:

TABLE 6

Respondents according to the nature of goals

Nature of Goals/ standards	Number of persons	
	Literacy as a means	Literacy as a an end
Dynamic	19	3
Static	10	8
Total	29	11

The general consensus in the above table is in favour of dynamic goals of Functional Literacy programme.

Regional differences

Respondents were further asked to indicate their preferences for an uniform Functional Literacy programme for the whole country as against differenciated regional programmes. Their responses are depicted in the following table:

TABLE 7

Respondents according to their views on regional variation of Functional literacy syllabus

Regional Variation-opinions	Number of persons	
	Literacy as a means	Literacy as an end
Yes	22	4
No	0	1
No reference	7	6
Total	29	11

The figures in the above table reveal that in majority of the cases regional variations in Functional Literacy programme have been stressed.

Quantum and standard

The different respondents have also differed widely on the quantum and standard of Literacy skills which according to them would be essential to make a person functional literate. This can be seen in the following table:

TABLE 8

Respondents' views on literacy standards

Literacy standards		No. of persons	
1.	Not specified		10
2.	THREE R^{s} QUALIFICATION		13
2.1	III Standard	6	
2.2	V Standard	6	
2.3	VIII Standard	1	
3.	THREE R^{s}. PLUS OTHER SUBJECTS		15
3.1	IV Standard and Social Studies	2	
3.2	V Standard and ability to fill Money Order forms	1	
3.3	V Standard and Social Studies and General Science and Health and Hygiene	12	
4.	Reading newspapers and writing letters		2

Thirteen respondents prescribe knowledge of reading, writing and arithmetic as the essential qualification for a functional literate. They, however, are not unanimous about the standard of these Literacy skills. Fifteen respondents consider a knowledge of other subjects such as general science and social studies also necessary for a Functional Literacy syllabus besides 3 R^{s}. Ten persons did not specify the standards and two thought that an ability to read newspapers or write a letter is a sufficient qualification in Literacy skills for a functional literate.

The number of stages into which the Functional Literacy programme is sought to be divided is a further point of disagreement among the respondents. The following table gives the list of different types of stages, along with their frequencies which the respondents have advocated for.

TABLE 9

Different kinds of stages as conceived for reaching the stage of Functional Literacy

Types of stages	No. of persons
1. (a) Stage of recognition (b) Course of normal schooling	2
2. (a) Initial Literacy (b) Functional Literacy	18
3. (a) Initial Literacy (b) Follow up	3
4. (a) For Primary needs (b) Full production	1
5. (a) Can read non-technical literature (b) Can consult dictionary	1
6. (a) Initial (b) Functional (c) Continuous Education	1
7. (a) Literacy (b) Post literacy	1
8. (a) Elementary stage (b) Intermediate - Vth Standard (c) Advance Stage - VIII standard	1
Total	28

Analysed on the basis of the number of stages into which the Literacy programme is sought to be divided the views of the respondents are tabulated in the following table:

TABLE 10

Number of persons according to different stages of functional literacy

Stages	No. of persons
No reference	9
One stage	3
Two stages	26
Three stages	2
Total	40

It can be seen from the above table that inspite of a wide heterogeneity of the statements the majority opinion is in favour of a two-step programme of Functional Literacy.

CHAPTER IV

DISCUSSION

Inspite of several reminders sent by us, the size of the sample could not be increased. Only 42.1% of the persons, to whom the questionnaires were addressed, sent us their replies. The study was further handicapped for, in a large number of cases the respondents, instead of replying to the questionnaire referred us to their published articles which had very little relevance to the questions on which their testimony was sought.

Limited response

The foregoing analysis reveals that inspite of a wide currency of the UNESCO concept of Functional Literacy only few respondents agree with the concept in toto and consider it as an useful definition for crafting practical programmes of Functional Literacy. 45% of the respondents registered their agreement with the UNESCO concept, but the figure cannot be taken as conclusive, as many of them, when asked to elaborate the content of the programme based on the said concept, withheld their comments. Another 45% clearly admitted their disagreement (wholly or partially) and 10% did not express their views.

Limited adherence

Vagueness

The UNESCO concept has been criticised largely for its vagueness in defining the dependent variables i.e., the goals of Functional Literacy programmes. Its attempt to equate the quantum and syllabus of Functional Literacy in terms of years and courses of formal schooling have also been seriously challenged. The concept, because of its vagueness, has also been interpretted differently by different people. Thus even among the very few respondents who considered the definition as an useful practical concept, there was no unanimity about its practcal implication, in terms of items, quantum and contents of an Adult Literacy programme.

Effective role-playing

The analysis of the individual concepts of Functional Literacy has indicated a growing trend of opinion in favour of treating Functional Literacy as a programme of training adults for effective role-playing in their practical life situations as against making them mere literates without any reference to the functions in which they would profit on account of their literacy ability. This indicates a significant deviation in the Adult Literacy thinking to-day from its earlier position of considering an ability in reading, writing and arithmetic as the sufficient tool for making an adult conscious and alert to his personal and social problems and achieve for him the fourfold freedom.

Limitations of Literacy

The genesis of this change may be traced to an increasing realization on the part of the Adult Literacy experts[11] "a highly literate person does not necessarily function effectively in his group and community, because effective participation in community life is not a direct single function of Literacy. It is rather a function of certain qualities and abilities in the individual of which Literacy is a minor component. Literacy, by itself can hardly become functional unless a person is properly educated, that is, made intellectually and emotionally aware of his role in his community and its problems:

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[11] M.M. Shukla-quoted in his response to the questionnaire.

Response ratio

In the case of Dr. V.K.R.V. Rao and other economists and administrators such a realization flows from their analysis of the plan results.[12] The low estimates of production during the three Plan periods led them to conclude that there was something wrong in the planning approach in the past, that economic development not only requires investment but it also requires favourable response ratio, i.e., utilization of the facilities that are created, and this, in its turn, can be achieved by training the people to play an appropriate role in economic growth. Such a training requires education, and literacy, as an instrument ofeducation.

With Dr. Radhakamal Mukernee and other sociologists the need for broadening the concept of Adult Literacy arises because of "a fast changing economic, social and political

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[12] Dr. V.K.R.V. Rao -- Key note address on adult literacy and adult education--... in India, New Delhi, September 23, 1964.

Changing values

order generating completely new attitudes and values in which an individual to-day has to fit himself." [13]

Inspite of this growing trend in favour of Adult Literacy concept something more than mere teaching of 3 R^s, the minority opinion which leans heavily towards the traditional approach of teaching 'Functional Literacy', i.e., teaching of Literacy without a functional bias, constitutes nearly 30% of the total responses received on the subject. This near balancing of two divergent trends in Adult Literacy thinking to-day is an important source of confusion that exists about the scope and meaning of the Functional Literacy among the various respondents. Talking of certain social and economic advantages of Adult Literacy seems to have become fashionable to-day among the Adult Literacy experts. Thus even by those, who otherwise conceive teaching of 3 R^s to the adults as an end in itself, and advocate it as the sufficient programme for Adult Literacy movement in this country, a number of such goals have been mentioned, with the sole aim of keeping in line with the fashion of the day.

Minority opinion

The confusion in Adult Literacy thinking becomes more explicit when we come to analyse

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[13] Dr. Radhakamal Mukerjee--Presidential address in the Seminar on the Role of Universities in Adult Education and Extension, Lucknow, December 8, 1966.

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the respective goals of the individual respondents. The 40 responses received on the subject elaborate among themselves about four dozen different goals, which range from "elementary efficiency in 3 Rs" to "cultivation of wholesome adult personality through a long list of social, economic, cultural and psychological goals." It was curious to find that a number of goals have been sought to be covered simultaneously in a single programme by a large number of respondents, and also there is no clear cut demarcation between the short and the long-term objectives of the Literacy programme. It was not also clear as to how the various social, psychological, economic and other goals are interlinked in the frame of the programme, and how the programme has to adjust itself to all of them simultaneously.

iority
der

Lack of arranging the different goals in priority order, is one of the general features that emerges from the analysis of the views expressed by the respondents. There were, however, a few exceptions to this rule and they were found in the case of Dr.V.K.R.V. Rao and few other thinkers and administrators. To illustrate this point, the ultimate goal of Adult Literacy according to Dr. Rao is to accelerate the process of social, economic and cultural development of the society. But all these aims follow one another in a phased scheme of Adult Literacy. It starts with economic aim of preparing the human factor to play an appropriate role in economic growth.[14] The phrase 'preparing the human factor for economic growth' has been further elaborated in terms of specific objectives which are threefold, i.e., creating desire for better ways of living, readiness to take to new ways of production, and the cultivation of a commercial view of one's economic activity. The social and cultural goals are the long-term objectives of the programme and emerge as important only when the economic goal is achieved. Such a clear demarcation between the immediate and distant goals and interlinking of one with the other was missing in the case of majority of other respondents.

Basis of individual goals

Taking all the goals of the respondents together they cover the entire human life - personal, social, psychic and moral. The difference in the goals seems to emerge from what the individuals have conceived as the most important aspect of the human life which needs immediate attention. Thus, for the economists and administrators it is the economic development of the country and occupational efficiency of the individual. To a pioneer of one of the Adult Literacy Methods,[15] it is the expression of one's thoughts in writing his personal diary. To Dr. Radhakamal Mukerjee and a few other philosopher thinkers the moral and the psychic aspects of the adult personality form the centre of their attention, which need to be properly geared to meet the requirement of healthy living in a non-traditional and fastly changing world of to-day.

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[14] Dr. V.K.R.V. Rao, ibid.

[15] Venket Rao Raisom--quoted in his response to the questionnaire.

Economic goals

In general, economic goals, relating to occupational efficiency of the individual or inducement for general economic growth in the country have received the greatest attention from the respondents. Participation in community development and other national development plans have also been specifically mentioned as the immediate objectives by a large majority of respondents. It is not difficult to understand the emergence of such a trend in the country where every effort is being made to generate plans-consciousness and to increase production by increasing the efficiency of labour both at its unit level as well as at its social level.

Arbitrariness in goals

The survey of the different definitions as elaborated by the respondents, reveals that no set principles for choosing the goals for Functional Literacy programmes have been followed. The goals in general were arbitrarily fixed and mostly according to the individual whims and subject orientation. Thus for the economists, the economic goals were of immediate concern. To others, they can be anything from letter writin to social, psychic and economic competency. One of the respondents, who is also a pioneer of one of the Adult Literacy Teaching Methods,[16] is of the opinion that goals should be fixed on the felt needs of the people for whom the programme is to be run. He further believes that the needs for such goals do not exist by themselves and, therefore, have to be created. For this he advocates the technique of dramatization of particular event or innovation among the people so as to psychologically prepare them to accept the goals as their own brain child. The literacy classes can therefore, be initiated and the programme can be woven around these goals.

Dynamic concept

The analysis of the goals further reveals that in general they are based on dynamic concept of human life, which is in the state of constant flux and requires new adjustments with every change.

The two important aspects of the Adult Literacy programme are the fixation of the goals and the determination of the quantum and standards of Literacy skills. In an ideal situation, the latter is only a function of the former, for, if the goals are determined they by themselves also determine their

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[16] S.R. Pathik--quoted in his response to the questionnaire.

Diversity in Literacy standards

Literacy requirements. In view of the foregoing description of the goals it is not surprising to find an utter confusion in the case of Literacy contents and standard of Literacy teaching which have been advocated by the respondents.

Another important fact which glares out of this analysis is that the functional relationship between these two variables, goals and Literacy skills, has very rarely been kept in mind by the respondents. The literacy standards of proficiency and the subjects of the syllabus of the Functional Literacy do not seem to have a direct relationship with the goals of the programme. The aforesaid two variables appear, more or less, as independent variables even though it is professed that Literacy is being used as an instrument to achieve certain goals which are not mere ability in 3 Rs.

Lack of functional relationship

The survey of the responses, thus, reveals that the authors are very sharply divided among themselves on the question what should be the quantum of literacy skills and what subject should figure in the syllabus of the Functional Literacy.

Inspite of such a wide heterogeneity among the various concepts elaborated by the respondents, the common undertone in majority of the cases seems to regard Functional Literacy as a programme to cultivate change-proneness among the adults by educating them

Change-proneness

systematically to do certain functions efficiently and to adjust themselves in their changing life situations without outside help. The difference in the various approaches appears to arise from the difference in the immediate goals which form the core of their practical programme. Thus it is only the strategy and not the final objectives of the Literacy programme which is the point of dispute in the controversy on the scope and method of Functional Literacy among the respondents.

Hangover of primary education

It was further interesting to note that about 25% of the respondents kept quiet on the question of Literacy quantum and contents of the syllabus. Of the others the general trend was in favour of equating the contents of Functional Literacy syllabus with courses and standards in formal schools. Besides, what some respondents have stated as the aim of their programme, i.e., to help the adult to go for primary schooling after the Adult Literacy courses, such a link between the primary school and a Functional Literacy syllabus does not seem to carry any sense. Education in this country and elsewhere has been concerned mostly with child education. Adult Education is a completely new field. Such a thinking on the part of the respondents reveals the hangover of their earlier experiences and orientation of dealing with child education, which the authors carry with them when they step into this new field.

Child psychology

The modern approach, as revealed in this analysis also seems to be based on child psychology, and though a lip service is sometime paid to the differential psychological make up of adults from counterparts in the primary schools, the fact has been very rarely taken into account in drafting the courses and the syllabus for Functional Literacy programme.

TO CONCLUDE:

The Functional Literacy concept is still a subject of the academic arena. The thinking on the subject seems to flow from a chamber discussion rather than from practical experience in conducting Adult Literacy programmes. The vast scope of Adult Literacy, covering the entire life of the adult, aiming to transform him from an illiterate marginal citizen into a most efficient and conscious modern man, may be all right as a distant ideal which the human society may achieve sometime in its future history, but such a concept does not seem to be useful for drafting practical programme of eradicating mass illiteracy in a vast country like India within a short period of a decade.

The most important factor to be borne in mind while deciding about the Adult Literacy programme, is the fact that adults are different from children. They are interested in education solely because they want to achieve certain goals. Education for education sake, or even education for a distant goal, not based on their immediate and felt needs, is not likely to attract sufficient attention from them. It is, therefore, necessary that the programmes of Functional Literacy should be made pragmatic from the people's point of view and also the teaching technique should not blindly immitate the technique of the primary schools, meant for children and non-adults. It should be linked with their interests, their speed of learning and above all the contents of the Literacy programme should at each step concertly demonstrate the worthwhileness of their efforts and pin-point their attention on the goals. The different steps of Literacy teaching should be comprehensible to the adults as the different ladders to reach the goal which they themselves have set.

In view of the existing confusion in Functional Literacy programme both in their scope and methods among the respondents, it is necessary to search for the real moorings of the society and this can be done by conducting empirical researches about the felt needs of the people in a particular region. It will further require an expert's labour to arrange the different needs of the society in a priority order and then weave a realistic and phased programme of Adult Education which will be comprehensible to the adults as an instrument of achieving their ends vis-a-vis these needs. Such a programme will make use of the various modes of mass communication, filmstrips, puppet shows, radio broadcasts, drama, folk songs and story telling to disseminate the essential knowledge, at the proper place and time according to the efficacy and suitability of the individual instrument. In such a programme teaching of Literacy will occupy the foremost position and its aim will be to make the individual self-reliant to look up for the necessary information, if and when he so desires, without being obliged to wait for others to do him the service.

CHAPTER V

CONCEPT OF FUNCTIONAL LITERACY-A VIEW

Having surveyed the definitions of the respondents in the previous chapters and their analysis to identify the main trends of the Functional Literacy thinking to-day, we come down here to give our own opinion about the Functional Literacy programme.

Definition

> We consider Functional Literacy as a programme to create change-proneness which will be lasting among that section of our population that have already become adults without having had the benefit of the essential minimum of elementary education, in the shortest possible time.

Effect Variables

From this statement let us work out a system of effect variables, inducing variables and communication variables of Functional Literacy.

The effect variables are defined by the term "change proneness". This is a psychological characteristic and implies the readiness of the individual to adjust himself to the changing demands of his total life situations, i.e., both as an individual as well, as the member of his social group. It underlines the following elements in human personality:

(1) Appreciation of the inevitability and dynamism in Human culture.

(2) A capacity to analyse a given situation objectively. To comprehend

the elements of change from an earlier position in terms of new opportunities, new presses and new roles.

(3) To take appropriate value judgments in accordance with the accepted national standards.

(4) Readiness to fit himself according to the demands of the new situations.

Human culture is a changing proposition. Like the human organism it undergoes a process of growth and development. With the growing experiences of the society; new elements are added and several old ones become obsolete and redundant. But inspite of such a dynamism in human culture, the usual tendency among people is to be pegged down to a set of value standards based on their earlier experiences and view every change as undesirable. Appreciation of the inevitability and dynamism of human culture indicates a realization that a change in human culture is not only inevitable but also necessary for the good of the human society.

The changing human culture prescribes new roles for individuals and also a new standards of valuation which are in consonance with the existing reality. To appreciate this, an objective analysis of the present day events to determine what is viable and what is redundant in the earlier culture in the context of the existing situations, is necessary.

The analysis provides the data, but in a fastly changing situation it is not often easy to decide what is right and what is wrong. Left to individuals such a judgment would create numerous standards which at times would be at cross purpose, while for promoting social action an uniformity in such standards is necessary. We are, therefore, of the opinion that such standards will be in accordance with the national aspirations of the people at a particular time, aiming at the welfare of the nation as a whole as against the comforts of the individual. We are against putting such a judgment in terms of 'basic human culture', as stressed by some philosophers and educationists, because the term 'basic human culture' is not well defined, besides, its goals are too high to come within the reach of the common man.

That ideas should influence human action it is necessary that they should generate motivation in the individual to translate his thought into action once he is convinced about the righteousness of the thought. Assuming new roles according to the new situations in accordance to the national norms, is necessary to adjust him in the new situations.

Lasting
effects

The epithet qualifying the effect variable is "lasting". This indicates that the psychological characterstics which are sought to be created by the programme, should become a permanent feature of the Adult personality so as not to alter after the inducing factor, the reacting variable, is removed.

Scope

The unit identifying the effect variable is the adult illiterate population of the country falling within the range group of 15 to 50 years of age. Thus the universe to be covered by the effect variables are the illiterate adults within the aforesaid age group. We consider such a delimitation of the population, according to age and education, necessary because (i) those who are literate have had an opportunity to cultivate such psychological characterstics as are defined by the effect variables, during the course of their schooling, or are in a position to do so if they desire without outside help, (ii) those who are of the school-going age have other avenues available to them to undergo such a training, and (iii) such changes, as are specified in the effect variable may be difficult to achieve within the specified time among those who have crossed 50 years of their age because of a hardening of their attitudes and too much aculturalisation in the values and thought process of their era. They are on verge of their retirement from active participation in the affairs of the society and are, therefore, excluded from the programme.

Reacting variables

The two sets of reacting variables are found in the phrases "the programme" and the "shortest period of time". The former is composed of knowledge and the latter specifies the time element.

Time span

In view of the age range of the adult population from 15 to 50 years, the maximum possible exposure of the present population is 35 years. Taking into consideration the complexity of the effect variable on the one hand, and the national urgency for such results on the other, we conceive the appropriate period to be a period of 10 years. Thus if a mass Functional Literacy movement is initiated simultaneously in all parts of the country, the entire present adult population within the specified age group, will become functional literate within a decade.

The other reacting variable is the knowledge. Its units consist of the information relating to that aspect of individual and social life which is changing or sought to be changed in a country at a particular point of time. In the present context of our country such information may be related to the changes, in the social and economic system; the consequent process on the country on account of such changes the ways and means necessary to meet those urgencies and the changing roles of the individual in the emerging socio-economic and the political order of the country.

Knowledge
content
syllabus

The selection of the relevant information, its phasing and breaking in units will be based on the twin psychological principles of learning: 'from known to unknown' and 'from simple to complex'. Thus starting from the immediate felt needs of the people, relating to the common problems of the individuals in a community, the knowledge content can be increased gradually to cover the regional and then the national problems.

Communication variables

The knowledge quantums will be communicated through the programme, which forms the package. The variables of the package are the different techniques of mass communication including literacy.

Dove-tailing of two techniques of communication

The need to carry out the immense task within a short period demands that traditional techniques be judiciously combined with the most modern ones, within the capacity of the country. The lack of qualified teachers, the need to reach the millions of illiterates scattered over vast territories, and power and attraction of sound and image speak in favour of using non-conventional means of communication and modern techniques like radio, filmstrips, press pictorial newspapers and certain form of programmed instruction along with the traditional modes, like folk-songs, folk dramas, puppet shows, story telling and sermon preaching. A massive use of such media to create suitable motivation among adults for acquiring knowledge requires experimentation and a very careful planning, both in the selection of the specific method for communicating a particular information and also for inter-linking the various methods to make an efficient battery of the programme.

Literacy teachings' central place in the programme

Teaching adults to read and write with comprehension has the central place in the programme of Functional Literacy. This is because, through this alone, the operational dictum of the definition: 'to create change-proneness which will be lasting' can be achieved. To make the induced effect of the programme a permanent feature of the adult personality it is essential to eliminate his dependence on the programme after some time. He should have the capacity to look up the necessary informations from impersonal sources like books, newspapers and magazines according to the needs of his changing society, and comprehend them.

Goals of literacy teaching

The goal of literacy teaching in the programme of Functional Literacy is to create that ability in reading and writing in the adults which will facilitate them to acquire, procure, read and comprehend without outside dependence, that information which is necessary for them to assume the new roles in their changing life situations successfully. This, we believe, is possible to achieve within a period of one year. However no categorical statement can be made on this point. In order to prescribe uniform time limit for such courses all over the country, the success of the syllabus will have to be judged against time in several experimental classes at several places in the country.

Principles determining the knowledge contents

The literacy contents of the 'Primers' should be a function of the immediate literacy requirement of the subjects. Thus, in a community where majority of the people have the difficulty in getting their letters written or their revenue receipts deciphered, the primers will aim at achieving that ability in reading and writing first that will rid the people of such needs. The standard of the final courses will be such as to enable the adults to read and comprehend the literature pertaining to their interest and to correspond for procuring such literature if not locally available. After this stage is achieved, formal teaching will stop and the task of giving information will be taken over by mobile libraries and other modes of idea communication.

Concept of Literacy teaching in the scheme

Rather than an end in itself, thus, Literacy, should be regarded as a way of preparing man for acquiring knowledge from impersonal sources for his smooth adjustment in the society. The limits of Literacy, in the scheme of Functional Literacy thus, go beyond the rudimentary literacy training of the primary schools.

Principles underlying the choice of symbols

The elaboration of the various communication methods, including literacy teaching and also the symbols through which the knowledge is sought to be channeled from the agency to the subjects must be adapted to the age, temperament and way of life of the adults in different social and occupational groups. Adaption of child-learning techniques, without properly adapting them to suit adult psychology, will therefore, be not desirable.

Programming of the techniques

It is in the interest of economy of time and resources that the various techniques mentioned above should be knit in a phased programme and the method of communicating a particular idea should be one that is most effective of the whole lot. Further duplication in using the techniques to communicate the same idea, unless felt necessary for revision, should be avoided.

Evaluation of the programme

Success or failure of the programme will be indicated by the degree of achievement in the effect variables. This can be measured by comparing the attitudes of the subjects, before and after the programme, in respect of certain objective indices of the intended change. To take a few examples, in the context of our country such indices may be related to attitudes towards family planning, use of improved methods of cultivation, democratic attitude towards the right of women, inter-caste and inter-communal harmony, denial of superstition and favourable response towards the utilization of facilities of development so far provided etc. etc.

ASSUMPTIONS

The above statement of Functional Literacy is based on the following assumptions:

(1) That desirable changes in human personality can be produced by giving them knowledge.

(2) That knowledge is an abstraction. It denotes an insight in the learner. For communication it requires to be

symbolised in the form of concrete information which, to be accepted, need to be related with the felt needs of the learners.

(3) That at a particular point of time a community has certain well definied felt needs.

(4) Information related to the immediate felt needs of the learner is most readily accepted.

(5) That besides the immediate felt needs there are a host of other needs of lesser intensity which figure distant in the cognitive map of the adults. To motivate the people to seek the solution of these, they have to be first defined with sufficient intensity in the minds of the people.

(6) That in respect to such needs the information has twin roles to play, i.e., to particularise the needs in the minds of the people with sufficient intensity and then to provide their solution.

(7) That in the case of such information it needs to be projected on the subjects from various angles utilising various communication techniques.

(8) That adults, due to their acculturalisation in their social atmosphere are habituated to listen to their indigenous media of communication so if the new information is let through these channels, it is more readily accepted.

(9) That the indigenous media are not so much developed as to meet the full requirements of communication of ideas hence they need be joined with other techniques.

Inspite of the detailed elaboration of the Functional Literacy concept in the foregoging statement, working details of the programme have not been specified. This has been done purposely, for, we are of the opinion that all from a theoretical padestal it is not possible to work out the details of an universally applicable Functional Literacy programme as both the scope and content of such a programme will vary significantly from culture to culture and also from region to region in the same culture according to the change of the social economy of the people. The details will, therefore, have to be worked out emperically with reference to the people for whom the programme is intended and also in terms of the available techniques of the idea communication. For evolving practical pattern of such a programme for big communities the sociologists classification of human being into rural, urban and ruro-urban sub-communities can be taken as base for working out the details for these three mutually different and homogenous categories of our population. To this end the Department of Research has taken up a study on the Scope and Uses of Literacy Skills in Indian Villages, which when completed, will provide some useful information on this subject.

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14	17	United Nations Economic and Social Council, *World Compaign for Universal Literacy*, (Mimeographed) 1963, p.39.
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APPENDIX

COMMENTS ON UNESCO DEFINITION OF FUNCTIONAL LITERACY 1965

(Selected Extracts from the responses)

(i)

I find the first paragraph of the UNESCO definition fairly broad and lacking in expirical refrents. The second paragrpah neither specifies the functional uses to which reading and writing have been put nor the years of schooling which could be the criteria for defining literacy.

(Dr. Prodipto Roy, D.O. dated 16-11-66)

(ii)

Useful and necessary as this definition is for establishing International standards, it is, however, not precise enough for purposes of national planning. It is essential, therefore, that each planning authority decide in the light of conditions prevailing in this country what are the essential knowledge and skills' for fulfilling the above functions. These will not only differ between countries, but there will also be differences within countries, for instance, between farmers and industrial workers, urban and rural populations, men and women, and there may also be regional differences to take into account. It is essential that the adult education authority should have as an objective, some clear standards of functional literacy, appropriate to the needs of the country. The test will differ for the different regions and sections of the community, but should in every case be of such a standard as to enable the neo-literate to engage in all those activities in which literacy is required for effective functioning in his group and community.

Whatever definition is used it should ensure such a standard of literacy that there is no danger of a relapse into illiteracy. It should also be clearly linked to other skills than mere literacy, which has to be regarded as a means rather as an end in itself. 'Literacy should' therefore, be regarded as a way of preparing men for a social, civic and economic role.'

(N.A. Ansari, D.O.No. Ad-681/65-3667, dated 7-9-66).

(iii)

The definition above; given by UNESCO, is most imaginary. It is not based on 'actual knowledge' of the commonmost man; in the areas like ours; and his community-life as it works. It does not take into account the kind of activities in which literacy is required for effective functioning . . . . common in the RURAL AREAS OF OURS; Or in the SLUMS.

(S. Pathik, D.O. dated 14-11-66)

(iv)

I have no comments to offer on the definition of functional literacy formulated by UNESCO.

(M.S. Gore, D.O.No.17069/5417/66, dated 7-11-66)

(v)

I find the definition given by UNESCO quite adequate. However, I feel that this definition falls short of one requirement. I would call a person literate who has acquired a stage of essential knowledge and skills in his mother tongue, especially in skills related to the script of that language, when there would be absolutely no chance of a relapse to illiteracy.

(B.C. Asthana, D.O.II-9271/PRAI, dated 4-11-66)

(vi)

The definition given by the UNESCO is alright.

(Development Commissioner, Gujrat State,
D.O.No. DC/MIS/PRGII, dated 2-11-66)

(vii)

In my opinion the definition is quite comprehensive and lays down clearly the objective of becoming literate and the promotion of skill to utilise the Literacy achieved for bettering one's prospects in life.

(N.R. Gupta D.O. dated 25-11-66)

(viii)

UNESCO's definition of functional literacy is a little skew. Take the case of a tribe just emerging from its pre-literate condition. No literacy is required for effective functioning in such a society. According to UNESCO a state of illiteracy will be functional literacy in such a society.

(Sohan Singh, D.O. dated 11-8-66)

(ix)

For quantitative terms, it would include a little more like filling up forms for various purpose like,

Rationing,
Banks,
Telegram,
Money Order, etc.

which skills are not developed at the elementary school level.

(Smt. S. Soundaram, D.O.No.28912/FI/66
dated 21-10-66)

(x)

I think the definition of functional literacy as evolved by UNESCO experts in 1962 is effective, functional and could be used by any government or agency, keeping in mind local conditions.

(Y.S. Pal, D.O.No. A.J./C.C./596/66-67, dated 15-10-66)

(xi)

"The defintion of 'literacy' as given by UNESCO is both dubious and deceptive; dubious in that it as well betrays doubts about the subject in the minds of the framers of the defintion itself, and deceptive in what it is equated in quantum in vague terms with the Primary and Elementary School Education."

(V.R. Raisom, D.O. dated October, 1966)

(xii)

It will be difficult to improve on the definition of functional literacy given by UNESCO, without making it unduly lengthy and descriptive. It may, however, be observed that there are groups and communities wherein an adult can function quite effectively without being literate. Again even a highly literate person does not necessarily function effectively in his group and community, simply because, effective participation in community life is not the function of literacy. It is rather a function of certain qualities and abilities in an individual of which literacy is only a minor component. Literacy by itself can hardly become functional unless the individual is properly educated, that is, is made intellectually and emotionally aware of his role in his community and its problems. That is why we now prefer the term Social Education to 'adult education' or 'adult literacy'

(.M.M. Shukla, D.O.No.CH/G357, dated 4-10-66)

(xiii)

I agree with the main content of the UNESCO definition, as reiterated in your letter. That concept of functional literacy is certainly one which can be accepted. However, it would be better, I feel, that the exact standard expected from a neo literate is categorically specified.

(D.K. Rotkar D.O. dated 28-9-66)

(xiv)

The definition as given by the UNESCO is quite comprehensive and deals effectively with the part the adult has to play in his daily life.

(L.R. Vaidya, D.O.No.6-3/64-Edu(SE)II, dated 3-10-66)

(xv)

In this connection, I am to state that both of us agree with the definition given by the UNESCO.

(B.R. Vyas, D.O.No.DE IV (8)/Mis/SE/66/ 10010, dated 31-8-66.

(xvi)

The UNESCO definition is good but it is too general. The specifies in regard to standard in a country have to be formulated in the context of the objectives of overall planning and local pecularities in regard to aims and resources.

(Dr. H.P. Saksena, D.O.No. VOR-3/64-3333 dated 11-8-66)

(xvii)

I agree with the literacy concept of UNESCO.

(L.M. Sabherwal, D.O.No.531/66, dated 24-9-66)

(xviii)

The definition of literacy as given by UNESCO is all right in advanced countries but in India, it will have to be modified. Literacy to be attained in Indian illiterate masses, should be one as can train an individual more for reading ability and less for writing ability at present as the illiterate population is huge and time is short.

(H.R. Naware, D.O.No.Gb/223/1966/67, dated 14-9-66)

(xix)

UNESCO definition of Adult Literacy is quite broad and inclusive.

(Krishna S. Mathur, D.O.No.RES/23/151/66 dated 16-9-66)

(xx)

I generally agree with the first part of the definition. However, the standard of attainment in functional literacy need not be equated to the skills of reading, writing and arithmetic achieved for a set number of years of primary education)

(N.S. Joshipura, D.O.No.B/Misc/793 dated 24-8-66)

(xxi)

UNESCO definition is quite satisfactory. Unfortunately, there is less stress recently on the substance of the second paragraph and more on the somewhat vague statement in the first paragraph. I should be quite satisfied with the second paragraph only using the first as a kind of explanatory statement.

(Dr. S. Shukla D.O.No.F-I/66 dated 18-8-66)

(xxii)

I have no comments to make except to say that the definition has been cleverly worded and is very elastic.

(S.N. Mitra, D.O. No.PA/16-8, dated 16-8-66)

(xxiii)

To my mind definition offered by UNESCO

is sufficiently broadbased and comprehensive. Variations are however, likely to arise in its application.

(N. Roy, D.O. No.889 dated 11-8-66)

(xxiv)

The definition given by the UNESCO is quite agreeable.

(D.E. Contractor, D.O.No. 532/9575, dated 20-8-66)

INDIVIDUAL CONCEPTS OF FUNCTIONAL LITERACY

(Selected extracts from the responses)

(i)

"A person is said to be functional literate if the literacy acquired by him helps him not only to carry on his particular occupation more efficiently but also to live more fully in close relationship with his environment.

It may be mentioned here that in regard to the standard of functional literacy there could not be any static standard. Standards always change and develop. After the stage of recognition and comprehension, the literacy programme should proceed in such a way that after a stage the persons should be able to go on to a course of normal education."

(K.S. Muniswamy D.O.No. PE-7/66-67 dated 16-11-66)

(ii)

"The quantum of literacy skill necessary to make a man functionally literate, would I think be quite considerable and would consist of :

(a) training materials for 6 to 8 months literacy class;

(b) Neo-literate materials produced in an interesting manner for neo-literates with 1000-word, 2 to 4 thousand word, 5 to 10 thousand word vocabularies. This would consist of newspapers, pamphlets and small brochures dealing with every day news and functionally useful aspects of community life.

(c) A far wider circulation of newspapers and magazines in a far wider range of dialects and languages and rural distribution for these materials in an economic manner."

(Pradipto Roy, D.O. dated 16-11-66)

(iii)

"My definition is this : the preparatory stage itself is the 'Crucial point'; if the food is without hunger; the food is not to have a function : whatsoever be its STANDARDS AND QUANTUMS, therefore, my first standard and its quantum, will start with the MEANING AND BENEFITS of Literacy; which has been developed in the HEARTS (which is predominant) and minds of the people at large, wherever this programme is taken.

Another big standard, to my mind, at the present state of things, regarding Literacy becoming Functional . . . . IS the institution which will keep literacy effort going and going into more and more FUNCTIONS."

(S. Pathik, D.O. dated 14-11-66)

(iv)

"My own definition of functional literacy would not be very different from that given in your letter, except inasmuch as I would add the additional requirement that there should be absolutely no chance of relapse into illiteracy."

(B.C. Asthana D.O. No.II-9271/PRAI dated 4-11-66)

(v)

"Functional literacy means the knowledge gained by the illiterate adults to be utilised for the development of the work by which more production can be achieved."

(Development Commissioner, Gujrat, D.O. No. DC/MIS/PRG III, dated 2-11-66)

(vi)

"It may be defined as the ability to read fluently, to participate intelligently in discussions and to know the three R's equivalent to the attainment by pupils at the end of the elementary schooling."

(L.D. Shelke D.O. No.SEM-2666/129408-A, dated 1-11-66)

(vii)

"It would be desirable to refer to the Education Commission Report, specially the chapter on Adult Education."

(M.C. Nanawati, D.O.No. 19/20/66-T II, dated 30-9-66)

(viii)

"Since I have given my agreement with the definition formulated by UNESCO, there is no question of having any different views on the subject. I would, however, stress that keeping in view the economic and social conditions of the country, spread of literacy of Vth standard of Primary School can be taken up only on a selective basis."

(N.R. Gupta, D.O. dated 25-10-66)

(ix)

"A definition of functional literacy must satisfy three requirements :

(a) It is a skill in reading and writing which enables the literate man or woman to stand on his or her own feet in this matter.

(b) It would lead him to knowledge which would put him and his society on the road to socio-economic development. We may call this knowledge required for the modern age.

(c) His reading and writing has to be in a langauge which gives him access to this kind of knowledge.

Accordingly I should define functional literacy as the level of skill in reading and writing such that a man can, without another's help, understand non-technical literature in a language - preferably as near as possible to his spoken language - which gives him access to knowledge required for the modern age."

(Sohan Singh, D.O. dated 11-8-66)

(x)

"For effective functioning in his group and community and to live as an enlightened citizen in his country without being exploited. He should have the above attainments in reading, writing and arithmetic and social skills necessary for active participation in the life of his community."

(Smt. S. Soundaram, D.O.No.28912/FI/66 dated 21-10-66.)

(xi)

"A person is literate only when he has acquired the essential knowledge and skills sufficiently; which should enable him to perform all those activities in which literacy is required in his day-to-day life and in his environment. Further, he should be able to use these skills and knowledge in a creative way, for his self-development."

(Y.S. Pal, D.O.No. AJ/C.C./596/66-67, dated 15-10-66)

(xii)

"Ability to read and write".

(V.R. Raisom, Universal Literacy p.4)

(xiii)

"Any significant programme of 'adult literacy' or 'Adult education' which will produce a desirable impact on the local community, should include the following objectives :-

(1) Ability to read and write (i) ordinary letters, (ii) applications to the local and district authorities.

(2) Ability to read and understand (i) local dailies, (ii) ordinary magazines, (iii) simple literate, and (iv) literature pertaining to one's chosen occupation and general occupation of the community.

(3) Four fundamental arithmetical operations, calculation of interest and maintenance of simple accounts.

(4) Knowledge of local history and geography.

(5) Scientific understanding of common phenomenon and general science as it effects local occupations.

(6) General principles of personal and public hygiene.

(7) Active participation in recreational activities.

(8) Clear grasp of the specific economic and social problems of the local community and general awareness of the problems of national community."

(M.M. Sukla, D.O.No.CH/9357, dated 4-10-66)

(xiv)

"It is my opinion that a good grasp of the three 'Rs', should be enough for the individual. What is expected from him is not scholastic brilliance. If he is able to understand the problems, he and his community are facing, the maturity of his mind will enable him to evolve solutions. So he is to be trained in a proper expression of his views and understanding the simple arithmetic concerning his life."

(D.K. Rotkar J.O. dated 28-9-66)

(xv)

"I fully agree with the definition of UNESCO. A man is really literate when he is able to use the literacy skills (Reading, Writing and Arithmetic) in his day-to-day life and becomes less dependent on others."

(L.R. Vaidya, D.O.No.6-3/64-Edu(SE) II, dated 3-1-66)

(xvi)

"The concept of literacy should be broad enough to include the literate's capacity not only to acquire the necessary training and tools for the pursuit of his own interests and goals but also to fit himself into the fast changing economic, social and political order with completely new attitudes and values."

"The syllabus of our adult literacy classes, accordingly, should include not only the three R's but also the fourth R, i.e. Human Relations. The right set of human and social relations and values for the full development of a wholesome, productive, civic personality, no more fearful and resistant to change but fully participating in economic and social progress as a worthy and responsible citizen should take the front place in the programme of adult literacy in the country."

(Dr. Radhakamal Mukerjee, - Presidential Address, Seminar on the Role of University in Adult Education and Extension dated 8-12-66).

(xvii)

"As regards our own definition of functional literacy, we are of the opinion that - an adult can be termed as functionally literate, when he is able to use literacy for better way of living and there is also considerable change in the process of his thinking too besides the desired attainments of skills related to three R's. He should be able to read and understand the books that contain written information about the problems he is confronted with in life.

(B.R. Vyas, D.O. No. D.E. IV (8)/MISCE/
SE/66/10010, dated 31-8-66)

(xviii)

Refer to Fourth Five Year Plan Draft Outline, Section on Social Education.

(T.A. Koshi, D.O. No. VOR-34/64-3944,
dated 21-9-66.

(xix)

"I agree with the literacy concept of UNESCO. In addition to the above I give below my observations :-

> "A person who has acquired sufficient knowledge of reading and writing in such a manner that he can give expression to his own thoughts in a correct manner and also sufficient knowledge of arithmetic to transact business without any other aid. He should also have elementary knowledge of Geography of his country and the system of management of local government bodies so that he can take interest in community development and thus contribute towards National Development."

(L.M. Sabherwal, D.O.No. 531/66, dated
24-9-66)

(xx)

"The functional literacy should mean according to my opinion, that the individual should be able to read books, newspapers, so as to know current events and thought. But writing correctly as per requirements of good grammar should not be insisted upon during the training period and should be left to him to develop it later. This would be roughly equivalent to IVth Primary standard including knowledge of simple Arithmetic."

(H.R. Naware, D.O.No. Gb/223-1966-67, dated 14-9-66)

(xxi)

"Attainment of functional literacy means mastery by a neo-literate, of a vocabulary of about 2500 words in common use. It requires about 250 to 400 hours of class teaching work for attainment of functional literacy. This period is divided in two stages or grades - the first stage or grade of 4 months gives a mastery or proficiency mainly in reading and the second stage of another 4 months makes the adult neoliterate proficient both in reading and writing, thus making him functionally literate."

(G.K. Goakar, D.O.No.79/1434, dated 8-9-66)

(xxii)

"Functional Literacy is that education which makes an adult learn those letters, words, sentences, figures and numerals by reading, writing speaking and translating them into actual operations, so that he can recognise and solve his needs and problems independently and continue the habit of learning to make a better living and community throughout his life."

(Krishna S. Mathur, D.O. dated 7-10-66)

(xxiii)

"Functional literacy is literacy that is geared to the promotion of economic development this in turn means that it is geared to the stimulation of the will for development and the creation of the capacity for development."

(V.K.R.V. Rao : Key-note address on ADULT LITERACY AND ADULT EDUCATION IN THE CONTEXT OF SOCIAL AND ECONOMIC DEVELOPMENT AND EDUCATION PLANNING IN INDIA)

(xxiv)

"A person is literate if he is able to read, write and comprehend simple literature concerning his daily life (i.e. concerning the improvement of his personal, social, economic, cultural and political environment) and if he is able to express in simple language his own reactions to this environment."

(N.S. Joshipura : D.O. No.B/MISCE/793, dated 24-8-66)

(xxv)

"I have no definition of my own. In fact, I think that for practical and operational purposes, the concept of functional literacy is an extremely unhelpful one. We first render vague and flexible what was otherwise quite definite and then try to give it definitions. The procedure, which may give occupation to some people, does not lead to any greater clarity regarding the strategy and programmes of literacy. The main positive contribution of this concept is to suggest that literacy should be usable and put to use. Once that purpose has been served, we should take leave of "Functional" literacy."

(Dr. S. Sukla, D.O.No. FJ-1/66, dated 18-8-66)

(xxvi)

"For a poor and backward country like India, my definite opinion is that a person could acquire functional literacy with a training upto Vth standard of Indian schooling."

(S.N.Mitra D.O.No.P.A/6-8 dt.16-8-66)

(xxvii)

"Ability to read books of the standard of class VI of our High and Higher Secondary Schools coupled with ability to read and generally understand the content of reports and comments in a newspaper or periodical published in anyone of the Indian languages. This is much of reading competence must also be accompanied with ability to express oneself about what he reads, and keep household accounts of business and trade. Scientific knowledge to the extent that one is aware of the how and why of the common scientific gadgets and equipment used in the household or in public."

(N.Roy, D.O.No.889, dated 11-8-66)

(xxviii)

"Functional literacy means the knowledge gained by the illiterate adults should be utilised for the development of the work by which more production can be achieved."

(D.E. Contractor, D.O.No.S-32/957-S, dated 20-8-66)

Respondents

List of respondents on whose significant responses study is based.

1. Mr. K.S. Muniswamy, Programme Extension Department, Literacy House, Lucknow.
2. Dr. Prodipto Roy, National Institute of Community Development Rajendranagar, Hyderabad-30, Andhra Pradesh, India.
3. Mr. N.N. Datta, Education Officer, Government of India, Ministry of Education (UNESCO Unit), New Delhi.
4. Mr. N.A. Ansari, Department of Adult Education, N.C.E.R.T., National Institure of Education, 38-A Friends Colony (East), Mathura Road, New Delhi-14.
5. Mr. S. Pathik, Convenor, National Committee on Rural Adult Education, Shafiq Memorial, 17-B, Indraprastha Marg, New Delhi.
6. Mr. M.S. Gore, Director, Tata Institute of Social Sciences, Sion-Tromby Road, Chembur, Bombay-71.
7. Mr. B.C. Asthana, Planning Research & Action Institute, Uttar Pradesh, Lucknow.
8. Development Commissioner, Gujarat State, Ahmedabad.
9. Mr. L.D. Shelke, Under Secretary to Government of Maharastra, Education and Social Welfare Department, Sochivalaya, Annexe, Bombay-37.
10. Mr. M.C. Nanavatty, Director (Social Education), Ministry of Community Development and Co-operation, New Delhi.
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14. Mr. Y.S. Paul, Director, Adult and Social Education, Rajasthan Vidyapeeth, Udaipur.
15. Mr. Venkat Rao Rayasam, Secretary, Association for Eradication of Illiteracy, 35 Hanuman Road, New Delhi.
16. Mr. M.M. Shukla, Chairman, Gujarat, S.S.S. examination Board, University Press Building, 1st Floor, Palace Road, Baroda, (Gujarat).
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28. Mr. H.R. Naware, Hon. General Secretary, Bharat Sevak Samaj, Dharwar Region, Dharwar-4.
29. Smt. Sulochana Modi, President, Bombay City Social Education Committee, Samaj Shikshan Mandir, Adarsh Nagar, Worli, Bombay-18.
30. Mr. G.K. Gaokar, Social Education Officer & Secretary, Bombay City Social Education Committee, Samaj Shikshan Mandir, Adarsh Nagar, Worli, Bombay-18,
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33. Dr. V.K.R.V. Rao, Minister for Shipping and Trading, Government of India, New Delhi.
34. Mr. N.S. Joshipura, D.S.E.O., Office of the Dist. Social Education Officer, Rajkot Region, Rajkot (Gujarat).
35. Dr.S. Shukla, Coordinator of Studies, Asian Institute of Educational Planning and Administration, Indraprastha Estate, New Delhi-1.
36. Sri S.N. Mitra, ICS., Member, Board of Revenue, U.P. Lucknow.
37. Shri N. Ray M.A., Asstt. Director of Public Instruction, Office of the DPI Calcutta, West Bengal.

38. Mr. D.E. Contractor, I/C D.S.E.O. & Secretary,
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